



# Guidance

## Domestic Abuse Protection Notices and Domestic Abuse Protection Orders (DAPNs and DAPOs)

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The purpose of this document is to provide initial guidance to legal practitioners and advice agencies on DAPNs and DAPOs, to help them prepare for undertaking DAPO casework in the pilot sites. This guidance may be updated as necessary throughout the life of the pilot.

Please refer to the Legal Aid Agency contract consultation, when available, for detailed information for legal aid providers.

## Contents

Domestic Abuse Protection Notices and Orders Overview	2
Which courts will deal with DAPOs	2
Key DAPO features	3
Legal Aid	4
Conditions for making a DAPO	5
Prohibitions, restrictions and positive requirements	6
Key provisions	6
Prohibitions	7
Positive requirements and the responsible person	9
Electronic monitoring requirements	10
Notification requirements	12
Scope of notification requirements	12
Offences relating to notification	14
Variation or discharge of a DAPO	15
Breach of a DAPO	17
Dealing with breach as a civil contempt of court	
Breach occurring outside of England and Wales	19
How DAPOs fit into existing order landscape	21
Summary table of NMO/OO Vs DAPO comparison	24
Court Rules and other secondary legislation	25
The pilot	
Court fees	
Pilot boundaries	
Information sharing	27
Key Contacts	

## Domestic Abuse Protection Notices and Orders Overview

The Domestic Abuse Protection Order (DAPO) is a joint policy shared between the Home Office and Ministry of Justice. The aim of the DAPO is to bring together the strongest elements of the existing protective order regime into a single comprehensive, flexible order to afford longer-term protection for victims of all domestic abuse. **Our intention is for the DAPO to become the go-to protective order for domestic abuse.** 

The new civil Domestic Abuse Protection Notice (DAPN) and Domestic Abuse Protection Order (DAPO) were legislated for in the Domestic Abuse Act 2021 (the DA Act)<sup>1</sup>. The DAPO will be the first order available in all court jurisdictions (criminal, family and civil) providing victims with different court routes to the order and an option to identity the most appropriate route. The decision to make DAPOs available in all courts stemmed from feedback received during the public consultation on the draft Domestic Abuse Bill and subsequent passage of the DA Act, which emphasised the importance of victims having more flexibility in accessing a protective order and allowing third parties the option to apply on behalf of victims.

#### Which courts will deal with DAPOs

#### Police-led DAPOs in the magistrates' courts

Like the existing Domestic Violence Protection Notice (DVPN), the DAPN is a policeissued notice that will provide victims with immediate protection following an incident of domestic abuse. It will impose prohibitions and requirements necessary to protect the victim from future domestic abuse or the risk of domestic abuse, such as prohibiting the alleged perpetrator from coming within a specified distance of the victim's home. If the police issue a DAPN, they must then apply for DAPO to the magistrates' court, and this application must be heard by the court within 48 hours of the DAPN being issued. If there is an adjournment, the DAPN continues to be valid until a DAPO is made. Police can also apply for a standalone DAPO without ever issuing a DAPN.

#### DAPOs in the family court

DAPOs will be available on application by the victim or any third party with leave of the court. It will also be available on application by the victim in any ongoing family proceedings which do not have to be domestic abuse related (where the victim and perpetrator are already parties to those proceedings) or on the court's own motion in such proceedings. For the pilot purposes, our intention is not to lay regulations which will specify third parties who can apply in the family court under section 28(2)(c) of the DA Act, and instead leave it open to any third party to apply for leave from the court to bring an application under section 28(2)(d). The procedure for family DAPOs will be similar to the current processes used for Non-Molestation Orders, with elements of third-party applications that you may be familiar with, through orders such as Female Genital Mutilation Protection Orders.

#### DAPOs in the civil (county) courts

DAPOs will be available in limited circumstances in civil proceedings, as an ancillary order only – in ongoing county court proceedings which will be specified in regulations,

<sup>&</sup>lt;sup>1</sup> <u>https://www.legislation.gov.uk/ukpga/2021/17/contents/enacted</u>

and where both the person to be protected and the respondent are parties to those proceedings.

#### DAPOs in criminal proceedings (magistrates' courts or the Crown Court)

DAPOs will be available in criminal proceedings as an ancillary order, on conviction or acquittal for an offence, in a similar way to how a Restraining Order is currently available.

#### Scope of this guidance

This guidance is largely aimed at practitioners who will be advising clients involved in family and civil (county) court DAPO proceedings. Separate statutory DAPO guidance for the police will be produced in time for the pilot launch, following on from a public consultation that is running from 20 February to 16 April 2024, available at <u>Statutory guidance on domestic abuse protection notices and protection orders - GOV.UK</u> (www.gov.uk). Police guidance will focus on police-led DAPOs in the magistrates' courts in greater depth.

#### Key DAPO features

- 1. **Duration**: The DAPO will not have a minimum or maximum duration. This is to provide victims with the protection they require for as long as needed. This is in contrast to DVPOs, which are limited to a maximum of 28 days only.
- 2. **Breach**: Breach of any DAPO requirement without reasonable excuse will be a criminal offence, carrying a maximum penalty of up to 5 years imprisonment, a fine, or both. Breach can also be dealt with as a civil contempt of court.
- 3. Access: DAPOs will be available in family, civil and criminal proceedings as set out above. The requirements which can be imposed by a DAPO and the consequences for breach are the same regardless of the court in which the DAPO is made.
- 4. Electronic monitoring (EM): The DAPO will be the first civil order to use EM (tagging) to monitor compliance with other requirements. EM will only be imposed under a DAPO where it is deemed by the court as necessary and proportionate.
- 5. **Positive requirements**: Positive requirements can be imposed under a DAPO, mandating the respondent to take a positive action such as attendance on a perpetrator behaviour change programme.
- 6. **Prohibitions and restrictions**: There are various DAPO requirements available to allow the court greater flexibility to tailor the protection to each victim. The use of electronic monitoring and positive requirements are additional features for the DAPO to build up greater protection for the victim and will not be appropriate in all instances. Therefore, DAPOs which carry restrictions or prohibitions only are to be expected.
- 7. **Mandatory notification requirements (notification of name and address)**: The person subject to the order must notify police of their name and address, and any changes to these details within three days of the change. Failure to comply will mean breach of the order. Each DAPO will automatically carry this requirement.
- 8. **Durations for DAPO conditions**: Different requirements or conditions can have different time durations. For example, in the application, it can be specified that the perpetrator is prohibited from entering a property for 28 days, but must attend a perpetrator programme for 6 months. A key consideration when applying for a DAPO is what is 'necessary and proportionate' to protect the victim. Note that EM conditions for DAPOs can only be in place for 12 months at a time. If, after 12

months, it is deemed that an EM condition is still required, an application can be made to vary the DAPO and reinstate the EM condition.

## Legal Aid

Legal aid will be available for DAPOs for both applicants and respondents, subject to the usual means and merits tests. The necessary secondary legislation will be laid and come into force for the pilot commencement. The Legal Aid Agency is currently considering the contractual amendments required to enable all legal aid providers to undertake DAPO work. We have set out below how legal aid will be available for DAPNs and DAPOs in different courts.

#### Civil Legal Aid

#### DAPOs in the family and civil (county) courts

Civil legal aid for Legal Representation will be available for DAPOs for both applicants (the person for whose protection the order is sought) and respondents. This will align DAPOs with other types of protective injunctions, such as NMOs. Where DAPOs are made on application in family or civil courts, both applicants and respondents will be eligible for civil legal aid, aligning with the NMO position. Where DAPOs are made otherwise than on application (i.e. by a court on its own motion in ongoing proceedings) the person for whose protection the order is made and the respondent will be eligible for civil legal aid in relation to the order. Legal aid is also available for both applicants and respondents in relation to applications to vary or discharge a DAPO. Both applicants and respondents will be subject to means and merits testing, unless the means eligibility waiver applies for an applicant, aligning with the NMO position.

## Police-led DAPOs in the magistrates' courts (and on appeal to the Crown Court)

Where an application for a DAPO is made by the police in a magistrates' court, the person for whose protection the order is sought and the respondent will be eligible for civil legal aid, subject to means and merits testing, as follows:

- For Police-led DAPO applications, Legal Representation for the person potentially subject to a DAPO, and Legal Help for the person to be protected (as the DAPO application itself would be led by the police).
- For variation/discharge of a DAPO or DAPO appeal (in the Crown Court), Legal Representation for both the person to be protected and for the person subject to a DAPO.

#### Criminal Legal Aid

Criminal Legal Aid will be available, subject to the usual merits and means tests, for the defendant if arrested for breach of a DAPN or a DAPO, or where the criminal court issues a DAPO of its own motion or varies/discharges a DAPO in the course of criminal proceedings. In particular:

#### DAPOs in criminal proceedings

Criminal legal aid will be available to respondents to a DAPO where a DAPO is made in criminal proceedings, whether the individual has been convicted or acquitted of the offence, where the relevant conditions and eligibility tests are met. The availability of criminal legal aid extends to an application to vary or discharge a DAPO where it was made in the course of criminal proceedings. This will ensure that, where there are ongoing criminal proceedings, the respondent to the DAPO can continue to be represented by the same lawyer, given that legal aid providers generally work either on civil and family matters, or criminal matters.

#### Legal aid for breach of a DAPN

Criminal legal aid will be available, subject to the usual tests, to the defendant in the form of assistance in police stations and representation at the Magistrates' court.

#### Legal aid for breach of DAPO

Breach of a DAPO is a criminal offence under section 39(1) of the DA Act, and accordingly criminal legal aid will be available for individuals in custody and for criminal proceedings where the relevant conditions and eligibility tests are met.

## Conditions for making a DAPO

A DAPO is an order made for the purpose of protecting a victim against domestic abuse or the risk of domestic abuse as defined in <u>Section 1 of the DA Act 2021</u> and:

- Prohibits the perpetrator from carrying out actions specified in the order;
- b) Requires the perpetrator to comply with actions specified in the order.

A court may make a DAPO if (Section 32):

- a) The perpetrator is aged 18 or over and has been abusive towards a person aged 16 or over to whom they are personally connected<sup>2</sup>;
- b) The court considers the DAPO to be **necessary and proportionate** to protect the person from domestic abuse, or the risk of domestic abuse, carried out by the perpetrator.

<sup>&</sup>lt;sup>2</sup> Section 2 of the DA Act defines the term 'personally connected' as two people who: (1) are, or have been, married to each other, (2) are, or have been, civil partners of each other, (3) have agreed to marry one another (regardless of whether the agreement has since been terminated), (4) they have entered into a civil partnership agreement (whether or not the agreement has been terminated), (5) are, or have been, in an intimate personal relationship with each other, (6) have, or there has been a time when they each have had, a parental relationship in relation to the same child, (7) are relatives.

A DAPO is a civil order and therefore **no prior conviction is required** for the court to make a DAPO or for police to make an application.

For the pilot, the perpetrator must reside in the piloting police force area for a DAPO application to be brought. The victim can reside anywhere, including outside of the pilot area.

It does not matter whether the abusive behaviour took place in England, Wales or elsewhere (section 32(4)).

## Making a DAPO without notice

The court may make a DAPO against the perpetrator without the perpetrator being given notice of the proceedings if the court consider it is just and convenient for the protection of the victim (Section 34). To note, Section 34 does not apply to DAPO applications made by the police following a DAPN where the police do not have an address for service. In such cases Section 29(4) to (6) applies.

In deciding whether to make a DAPO without notice, the court must have regard to all the circumstances, including:

- a) any risk that the perpetrator will cause significant harm to the victim if the DAPO is not made immediately;
- b) whether it is likely that the person who applied for the DAPO will be deterred or prevented from pursuing the application if the DAPO is not made immediately;
- c) whether there is reason to believe that the perpetrator is aware of the proceedings but is deliberately evading service of notice of the hearing, and the delay involved in effecting substituted service of proceedings will cause serious prejudice to the person for whose protection the order would be made.

If a court makes a DAPO without notice against the perpetrator, the court must give the perpetrator the opportunity to make representations about the DAPO as soon as is "just and convenient", at a hearing of which all parties have been given notice in accordance with the rules of court.

## Prohibitions, restrictions and positive requirements Key provisions

The court must consider what requirements (if any) are **necessary** to protect the person from the abusive behaviour <u>(Section 35(2))</u>. The provisions sought by the police in their DAPO applications are expected to reflect this. The perpetrator's

abusive behaviour may take any of the forms set out in the definition of domestic abuse in <u>Section 1 of the DA Act 2021</u>, or any combination of them.

A court may impose provisions in the DAPO which it deems necessary to protect the person for whom the protection order is made. These provisions include **prohibitions, restrictions or positive requirements**.

The conditions of prohibitions/restrictions or positive requirements can be tailored to protect the victim and address the perpetrator's abusive behaviour based on each case. The application for a DAPO must effectively set out the conditions the applicant deems necessary to protect the person from domestic abuse, or the risk of domestic abuse, by the perpetrator.

**Prohibitions and restrictions** include requirements such as prohibition of contact, exclusion zones and requiring the perpetrator to leave the premises. <u>Section 35</u> provides a non-exhaustive list of examples of those requirements.

Positive requirements require the perpetrator to take actions that must be monitored by a responsible person. This principally relates to referrals for mandatory attendance onto a programme e.g., behaviour change programme, drug or alcohol misuse programme.

The requirements of a DAPO must, **so far as practicable**, avoid conflict with the perpetrator's religious beliefs, the perpetrator's work or education, or the requirements of any other court order which the perpetrator is subject to. However, if it is not practicable to avoid the conflict, then the court may still impose the requirement (Section 36(1)).

A DAPO has effect for a fixed period specified in the order, until the occurrence of a specified event, or until a further order is made <u>(Section 38)</u>. **Different durations may be specified in relation to different requirements of a DAPO.** Whilst it is the court who have final say over the period for which an order and its individual requirements apply, practitioners can make recommendations in respect of the duration of any DAPO requirements.

If the perpetrator is already subject to another DAPO, the court may specify that the new DAPO will take effect on the previous DAPO ceasing to have effect (Section 38(2)). However, where the perpetrator is subject to another protective order, such as a Non-Molestation Order, a DAPO can still be made providing the conditions of each order do not conflict, as far as the court is aware.

A requirement imposed by a DAPO during the pilot has effect in all parts of the United Kingdom unless expressly limited to a particular locality (Section 38(7)).

#### **Prohibitions**

DAPO may impose a range of requirements (Sections 35(4) to (6)), such as:

- a) prohibiting the perpetrator from contacting the victim (this requirement captures contact by any means, including via telephone, post, email, SMS text message or social media);
- b) prohibiting the perpetrator from coming within a specified distance of any premises in England and Wales where the victim is living. A DAPO may also prohibit the perpetrator from coming within specified distance of any premises specified by the court, or any other premises of a specified description. This will include, for example, any place where the victim may commonly be found, such as the victim's place of work, place of worship, or their children's school.
- c) where the victim and the perpetrator live in the same premises, prohibiting the perpetrator from evicting or excluding the victim from those premises, prohibiting the perpetrator from entering those premises, or requiring the perpetrator to leave those premises (section 35(5)). This provision may be made irrespective of who owns or rents the premises.

An applicant may seek, and the court may subsequently impose, any requirements which are considered necessary to protect the person from domestic abuse, or the risk of domestic abuse by the perpetrator. The examples given in the DA Act 2021 are not exhaustive.

For example, an applicant can also seek provisions to address abusive behaviour such as:

- a) Contacting or interacting with the victim via third parties. For example, the children, partner, other family members, friends or co-workers of the victim;
- b) Hacking, monitoring or controlling the social media accounts, email, phone, computer, or other personal devices of the victim;
- c) Engaging in any form of surveillance of the victim by any means;
- d) Interfering with or restricting the victim's access to goods, services or property;
- e) Damaging or threatening to damage property belonging to the victim;
- f) Cancelling or procuring goods or services in the name or account of the victim, or intentionally running up bills or debts in the name of the victim (with or without the knowledge of the victim);
- g) Interfering with, restricting the victim's access to, or deliberately frustrating the disposal of joint assets;

- *h*) Sharing or publishing, or threatening to share or publish, personal information or images relating to the victim;
- *i*) Creating manipulated or synthetic material online relating to the victim;
- *j)* Making reference to the victim on social media either directly or indirectly.

This list is not exhaustive.

#### Positive requirements and the responsible person

A DAPO can impose positive requirements, mandating a perpetrator to take an action. Alongside seeking prohibitions in relation to certain kinds of abusive behaviour in their application for a DAPO, an applicant may also wish to consider whether any positive requirements may be necessary to reduce the risk posed to the victim.

For applications made in the family court, we do not expect victims to suggest specific programmes that a perpetrator should attend, but they may ask the court to consider making a referral for an assessment of suitability for programmes that may be available in the area.

For any positive requirement imposed under the DAPO, a "responsible person" (an individual or organisation) must be specified to assess suitability of a perpetrator to undertake the requirement; make the necessary arrangements; report compliance and non-compliance to the police for the duration of the requirement; and ensure coordination with other agencies delivering such requirements (Section 36).

The responsible person for the DAPO pilot will be the provider of the

**programme delivering the positive requirement** (for example, the behaviour change programme provider). The responsible person has a duty to make a suitability assessment of whether the perpetrator is suitable for the requirement; make any necessary arrangements in connection with the positive requirement which they are responsible for; to promote the perpetrator's compliance with that requirement; and to inform the police regarding the perpetrator's compliance or non-compliance with the requirement.

#### The triage function

For the pilot, there will be a triage function which will provide expert advice on which kind of programme / initiative would be most suitable in each case, helping to minimise the risk of placing a perpetrator on an unsuitable programme. The triage function will liaise with the programme provider regarding the provider's assessment of suitability.<sup>3</sup>

In selecting programme providers for participation in the pilot, consideration is being given to the following at minimum: the provision of programmes within the piloting

<sup>&</sup>lt;sup>3</sup> Please note, the body that will perform the triage function has not yet been confirmed.

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areas; the requirements of the responsible person as set out in the DA Act (<u>Section</u> <u>36(2)</u>); the Home Office standards for domestic abuse perpetrator interventions (Standards for domestic abuse perpetrator interventions <u>Standards for domestic</u> <u>abuse perpetrator interventions (accessible) - GOV.UK (www.gov.uk)</u>.<sup>4</sup>

#### Electronic monitoring requirements

A DAPO may impose an electronic monitoring or "tagging" requirement on the perpetrator. During the DAPO pilot, the following capabilities are available through electronic monitoring:

- a) Exclusion zones Prohibiting the perpetrator from entering a specified location or address.
- b) Curfew Mandating the perpetrator to be at a specified location at specified times.

The intended purpose of any electronic monitoring requirement is to monitor the perpetrator's compliance with the other requirements imposed by the DAPO. For example, if the DAPO prohibits the perpetrator from coming within a specified distance of the victim's home, then electronic monitoring could be imposed to monitor whether the perpetrator is complying with this requirement by remaining outside of the exclusion zone.

An electronic monitoring requirement <u>cannot</u> be imposed in the following circumstances (Section 37):

- a) in the perpetrator's absence;
- b) without the consent of any person (other than the perpetrator) whose co-operation is required to secure the electronic monitoring requirement this person could be, for example, the owner of the premises where the perpetrator lives if a home monitoring unit needs to be installed there.

Electronic monitoring cannot be imposed where the perpetrator is of no fixed abode.

For the pilot, the Bail Information Service (BIS) will conduct domestic abuse and child safeguarding enquiries (where an EM curfew is being imposed) alongside the consent enquiry for permission for the EM equipment to be installed at the address.

Where a DAPO imposes an electronic monitoring requirement, the DAPO must specify the person who is to be responsible for monitoring the requirement (Section 37(6)). The "responsible person" for electronic monitoring is the technology provider of the monitoring equipment.

<sup>&</sup>lt;sup>4</sup> Please note that the programmes participating in the DAPN and DAPO pilot are still being finalised.

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The "responsible person" is responsible for monitoring, validating and reporting breaches via alerts to police. Upon confirmation of a breach, the responsible person will share breach details with the relevant piloting police force's control room in a standardised format via email.

Police forces will need to review and assess every known reported breach alert for the DAPO, determine enforcement action and following their investigation inform the electronic monitoring technology provider of the outcome status.

Police should inform the victim of action to be taken following breach of a DAPO, and provide updates, in advance of any prosecution. If a decision is taken for no further action, the victim should be informed of this along with an explanation of the decision.

An electronic monitoring requirement may not be imposed for longer than 12 months at a time (Section 38 (5)). If it is considered necessary for an electronic monitoring requirement to be extended, an application can be made to the court for the DAPO to be varied accordingly<sup>5</sup>. The application to extend the electronic monitoring requirement can only be for a further period of up to a maximum of 12 months in order to protect the person from domestic abuse or the risk of domestic abuse by the perpetrator.

An electronic monitoring requirement may not be imposed under a DAPO in the perpetrator's absence (Section 37 (2)). Courts will not be able to impose an electronic monitoring without the perpetrator attending an in-person hearing. This provides the opportunity for the perpetrator to confirm their home address directly to the court. For applications in the family and county courts, this will mean that a further hearing will have to be scheduled which the respondent will be expected to attend.

As with any other requirement sought in an application for a DAPO, the court must be satisfied that electronic monitoring is necessary to protect the complainant from domestic abuse, or the risk of domestic abuse by the perpetrator.

Where a DAPO imposes an electronic monitoring requirement on the perpetrator, the perpetrator is subject to certain obligations which have effect like any other requirement imposed by the DAPO. These obligations are set out at <u>Section 37(8)</u>, and require the perpetrator:

 a) To submit to being fitted with the electronic monitoring apparatus (such as an ankle tag) or to this apparatus being installed (such as a home monitoring unit) by the electronic monitoring provider;

<sup>&</sup>lt;sup>5</sup> Further information on variation and discharge of a DAPO is provided at section 8 ("Variation or discharge of a DAPO").

- b) To submit to the electronic monitoring apparatus being inspected or repaired by the electronic monitoring provider;
- c) Not to interfere with, or with the working of, the electronic monitoring apparatus;
- d) To take any steps to keep the apparatus in working order, including keeping the equipment charged as directed.

Failure to adhere to these requirements would constitute a breach of the DAPO (Section 39).

#### Breach of EM

As breach of a DAPO is a criminal offence, all breaches of an EM tag will need to be investigated and actioned, as is the case for breaches of similar protective orders (e.g., Stalking Protection Orders, Non-Molestation Orders).

## Notification requirements

#### Scope of notification requirements

A perpetrator subject to a DAPO is automatically subject to **notification requirements of name and address** (Section 41). This requires them to notify the police of their name(s) (including any aliases) and their home address within three days, beginning with the day on which the DAPO is made. Any changes to name or address must also be notified to the police within three days of the event. Such information will assist the police in monitoring compliance with the DAPO and in managing the risks posed by the perpetrator.

"Home address" is defined as (Section 56):

- a) the address of the person's sole or main residence in the United Kingdom, or
- b) if the person has no such residence
  - i. the address or location of a place in the United Kingdom where the person can regularly be found;
  - ii. if there is more than one such place, the address or location of whichever one of those places the person selects.

This definition is intended to capture a range of circumstances in relation to the perpetrator, such as if they regularly move between multiple addresses or if they are homeless. If the perpetrator has a home address in England and Wales, they must give notification by (Section 42):

- a) attending at a police station in the police area where the home address is situated, and
- b) giving an oral notification to a police officer, or to any person authorised for the purpose by the officer in charge of the station.

If the perpetrator ceases to have a home address in England and Wales, they must give notification by:

- a) attending at a police station in the local police area in which the court which made the DAPO in respect of the perpetrator is situated, and
- b) giving an oral notification to a police officer, or to any person authorised for the purpose by the officer in charge of the station.

When the perpetrator gives notification, they must, if requested to do so by the officer receiving the notification, allow the officer to verify their identity by taking their fingerprints and/or their photograph (section 42(5)).

Once the perpetrator has given notification, this must be acknowledged in writing. [The notification form is in development and will be available at the point of publication following consideration by operational partners].

The notification requirements do not apply where the perpetrator is already subject to notification requirements (Section 41(8)):

- a) imposed by another DAPO; or
- b) under Part 2 of the Sexual Offences Act 2003; or
- c) under Section 9 of the Stalking Protection Act 2019.

If the perpetrator ceases to be subject to any of those notification requirements before the expiry of a DAPO, the deadline for notification would be three days beginning with the day on which the perpetrator ceases to be subject to the other notification requirements (i.e. beginning with the day on which the other order or orders expire) (Section 41(9)).

Where a DAPO imposes a positive requirement on the perpetrator, in addition to the above notification requirements, the perpetrator is subject to obligations to notify the person responsible for supervising compliance with that requirement of a) any changes to their home address; b) if they cease to have a home address; c) and/or any effect this could have on attending the programme (Section 36(7)). The responsible person must file their compliance and non-compliance report with the police (Section 36(5)).

Based on the assessment and reporting framework we will develop for the providers, the responsible persons are guided to indicate in their report to police whether attendance on the programme would be reasonable from the perpetrator's new address. The responsible person will follow a specified criteria to determine the instances in which it will be necessary for them to contact the police. These perpetrator obligations have effect like any other requirement imposed by the DAPO.

#### Offences relating to notification

It is an offence if the perpetrator fails, without reasonable excuse, to comply with the notification requirements or if they provide information which they know to be false in purported compliance with those requirements (section 43(1)).

It is an offence if the perpetrator fails, without reasonable excuse, to allow the officer receiving their notification to verify their identity by taking their fingerprints and/or their photograph (Section 43(2)).

The maximum penalty for breach of the notification requirements can, **on summary conviction**, carry the maximum imprisonment available in the magistrates' court, a fine, or both. **On conviction on indictment,** the maximum penalty is imprisonment for a term not exceeding 5 years, a fine, or both (section 43(3)).

Where the perpetrator fails to comply with the notification requirements, without reasonable excuse, they can only be prosecuted once for the same period of non-compliance (Section 43(6)).

## Variation or discharge of a DAPO

An application to vary or discharge a DAPO, including a request to extend an electronic monitoring requirement can be submitted by <u>(Section 44 (1-3))</u>:

- a) The person for whose protection the order was made;
- b) The person against whom the order was made, the perpetrator;
- c) Where the order was made under <u>section 28</u>, the person who applied for the order;
- d) The chief officer of police of the force maintained for any police area in which the perpetrator resides;
- e) The chief officer of police of any other force maintained for a police area who believes that the perpetrator is in that police area or intending to come to it. For the pilot this will only be applicable where the perpetrator resides in a piloting force as only the chief officer for a piloting police force area can apply to vary or discharge the DAPO.

For the pilot, where police are seeking to vary or discharge an order, only the chief officer of police for the piloting forces can apply to vary or discharge the order, even if the perpetrator resides in another force area. If, in these instances, the force where the perpetrator resides wishes to vary or discharge the order, they much get in touch with the piloting police force who originally applied for the DAPO.

The application to vary or discharge the DAPO must be made to the appropriate court, which varies depending on the circumstances in which the DAPO was originally made.

Any application to vary or discharge a DAPO must be made to the court that made the order, subject to some exceptions (Section 45(1-3)).

The court can also vary or discharge the DAPO of its own volition (Section 44(2)(b)) in any case in which it could make a DAPO of its own initiative under section 29<sup>6</sup>.

Court rules set out who should serve the order. The Rules are different depending on which court made the original order. In police-led proceedings taking place in the magistrates' court, the police are responsible for serving the perpetrator the order.

<sup>&</sup>lt;sup>6</sup> Section 29 of the DA Act 2021 provides that the court may make a DAPO of its own initiative during other family, criminal or civil proceedings. Further information on the other routes to obtaining a DAPO is provided at Annex A ("Other routes to obtaining a DAPO").

Where a DAPO has been varied without notice, it must be served on the perpetrator before it can be enforced.

A perpetrator who breaches a varied DAPO will not have committed an offence unless and until they are aware of the making of the variation, and, if, in the absence of the variation, their behaviour would not have constituted an offence (Section 45(9)).

When deciding whether to vary or discharge a DAPO, the court must hear from the chief officer of police, if they wish to be heard (section 44(4)(a) and (5):

- a) who applied for the DAPO;
- b) for the police force area where the perpetrator resides, or where they believe the perpetrator is or is intending to come to, **even if they did not originally apply for the DAPO**.

The court <u>must</u> hear from the victim, in cases where the victim is seeking to discharge the DAPO, remove any requirements, or make any of the requirements less onerous on the perpetrator <u>(Section 44 (4)(b))</u>. This guards against circumstances in which the victim is coerced by the perpetrator to vary or discharge the DAPO.

Where an application to vary or discharge a DAPO is granted in a family court, police will receive a notification to a designated inbox (detailing the DAPO conditions following the variation or discharge of the DAPO). Police are expected to then update the PNC accordingly to reflect the new DAPO conditions or discharge.

These provisions mean that, where they wish to do so, the police are still able to put forward relevant evidence or intelligence which they may have regarding the level of risk posed to the victim by the perpetrator or the nature of their abusive behaviour, even where the police have not previously been involved in the case (for example, if they were not the party who applied for the DAPO).

If the court is satisfied that varying the DAPO is necessary to protect the person from domestic abuse or the risk of domestic abuse, the DAPO may be varied to:

- a) Impose additional requirements on the perpetrator; or
- b) Extend the duration of the DAPO, or the duration of particular requirements.

However, the court may not extend the period for which an electronic monitoring requirement has effect by more than 12 months at a time.

The court may only remove a particular requirement, or make that requirement less onerous on the perpetrator, if it is satisfied that the requirement is no longer necessary to protect the person from domestic abuse or the risk of domestic abuse or compromise their safety.

If it appears to the court that any conditions necessary for a requirement to be imposed are no longer met, the court may not extend that requirement and must remove that requirement.

The court may only discharge the DAPO if it is satisfied that the DAPO is no longer necessary to protect the person from domestic abuse or the risk of domestic abuse or compromise their safety.

A DAPO may be varied without notice in exceptional or urgent circumstances (Section 44(7) and section 34). The perpetrator must however be given an opportunity, as soon as is just and convenient, to make representations about the variation at a return hearing on notice.

## Breach of a DAPO

It is an offence for a perpetrator to breach a DAPO without reasonable excuse. Breach could involve doing anything prohibited by the DAPO or failing to do something which is required by the DAPO.

Offences relating to a DAPO include:

- a) breach any requirement of a DAPO without reasonable excuse (Section 39 (1));
- b) failure to comply with notification requirements without reasonable excuse or knowingly provide the police with false information <u>(Section</u> <u>43 (1-2));</u>
- c) failure to keep in touch with the responsible person for supervising compliance with the requirement and/or notifying them of a change of home address or lack thereof <u>(Section 36(7))</u>;
- d) failure to comply with obligations in relation to electronic monitoring requirements (Section 37(8)).

In instances where the perpetrator is subject to probation management in relation to another offence, and a DAPO breach occurs, the police are responsible for informing the probation service.

Where the DAPO was made against the perpetrator without notice, the perpetrator only commits an offence in respect of behaviour that occurred at a time when the perpetrator was aware of the existence of the DAPO (<u>Section 39(2)</u>). The perpetrator

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does not commit an offence unless and until they are aware of the making of the variation, and if in the absence of the variation their behaviour would not have constituted an offence (Sections 45(8-9)).

If the perpetrator fails to comply with the notification requirements (Section 43), without a reasonable excuse, it is an offence. If the perpetrator continues to fail to comply over a period of time, the perpetrator can only be prosecuted once for the same failure to notify (Section 43 (4-6)).

The maximum penalty for breach of a DAPO is the maximum imprisonment available in the magistrates' court, a fine, or both, on summary conviction; or five years' imprisonment, a fine, or both, on conviction on indictment (Section 39 (5)).

If a person is convicted of breach of a DAPO <u>(Sections 39 (6-7))</u>, provide that it is <u>not</u> open to the court, to make an order for a conditional discharge.

#### Dealing with breach as a civil contempt of court

Breach of a DAPO can be dealt with as a civil contempt of court. Where the order was made by a magistrates' court, a breach dealt with as a contempt of court may be punished by a fine (maximum £50 per day or a sum not exceeding £5,000) or committal to custody for a period of up to 2 months in accordance with <u>Section 63(3)</u> of the Magistrates' Courts Act 1980. This procedure is not recommended due to the limited sentencing powers and the inability of the court to remand on conditional bail.

Where the DAPO was made by a court other than a magistrates' court, the maximum penalty for civil contempt of court is generally up to two years' imprisonment, or a fine, or both – the available penalty will vary depending on the seniority of the judge who made the DAPO.

Where the police and CPS do not pursue criminal charges following breach of a DAPO, the victim and other parties to the proceedings (e.g., social services) may be able to bring proceedings against the perpetrator as contempt of court in civil proceedings.

Dealing with a breach of a DAPO as a civil matter may be appropriate in cases where the victim does not want the perpetrator to be criminalised, for example if they wish to continue their relationship with the perpetrator.

The victim, the person who applied for the standalone DAPO, or anyone else with the leave of the court may apply to the court which made the DAPO for an arrest warrant if they consider that the perpetrator has breached the DAPO or is otherwise in contempt of court in relation to the DAPO (Section 40 (3)). Once the perpetrator has been arrested and brought before the court, the court may either deal with the contempt of court there and then or remand the perpetrator, whether in custody or on bail, for the case to the dealt with at a later date.

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Where the perpetrator is convicted of breach of a DAPO in respect of any behaviour, that same behaviour is not punishable as a contempt of court (Sections 39 (3)).

Where the perpetrator has been found in contempt of court in relation to the DAPO, they may not be convicted of breach of a DAPO in respect of that same behaviour (Section 39 (4)).

#### Breach occurring outside of England and Wales

Part 3 of the DA Act 2021 extends to England and Wales only. This means that it does not form part of the law of Scotland, Northern Ireland or any other country and is not capable of producing any legal effect outside England and Wales.

However, <u>Section 38</u> provides that a requirement imposed by a DAPO has effect in all parts of the United Kingdom unless expressly limited to a particular locality. This means that an act or conduct in breach of a DAPO, even if carried out in Scotland or Northern Ireland, will constitute as an offence in England and Wales.

## Appeals

Sections 46 and 47 set out appeal provisions.

Person who may appeal	DAPO under Section 28 of the DA Act 2021 – including following a DAPN being given	DAPO made of the court's own initiative under <u>Section 31 of</u> <u>the DA Act 2021</u> as part of other proceedings	DAPO under Section 44 of the DA Act 2021
The victim	$\checkmark$	See footnote <sup>7</sup>	$\checkmark$
The person who made the application (if different)	$\checkmark$	N/A	$\checkmark$
The defendant/perpetrator	$\checkmark$	$\checkmark$	$\checkmark$
	(if the DAPO <u>is</u> made)		

Summary of the circumstances in which a DAPO may be appealed:

<sup>&</sup>lt;sup>7</sup> The DA Act 2021 does not explicitly set out that the victim may appeal a decision of the court relating to a DAPO made of the court's own initiative under <u>Section 31</u> because this is a general right of appeal which is already available to the victim by virtue of other legislation, such as that listed at <u>Section 46(9)</u>.

The chief officer of police for the police force area where the perpetrator resides, or where they believe the perpetrator is or is intending to come to. <b>Please note</b> <b>that for the pilot this will only be</b> <b>applicable where the perpetrator</b> <b>resides in a piloting force</b> .	Х	X	$\checkmark$
resides in a piloting force.			

The appeal must be made to the appropriate court, which varies depending on the circumstances in which the DAPO or the relevant decision in relation to the DAPO was made:

- a) Where the DAPO, or the decision in relation to the DAPO, was made by a magistrates' court, the appeal must be made to the Crown Court (section 46(7)(a));
- b) Where the DAPO, or the decision in relation to the DAPO, was made by a Crown Court, the appeal must be made to the Court of Appeal (section 46(7)(b));
- c) Appeals against decisions made by other courts (the family court, county court, or High Court) will be heard in accordance with existing legislation, which is set out at <u>Section 46(9)</u>.

Before determining an appeal in relation to a DAPO, the court must hear from the chief officer of police, if they wish to be heard:

- a) Where the DAPO was made on application by a chief officer of police, that chief officer;
- b) The chief officer from the police force area where the perpetrator resides, or where they believe the perpetrator is or is intending to come to, **even if they did not originally apply for the DAPO**.

For the pilot, where a higher court must hear the appeal and one is not available in the piloting area, the relevant court in a non-piloting area can hear the appeal.

These provisions – specifically <u>Sections 46(5)</u> and <u>47(1)</u> – mean that, where they wish to do so, the police are still able to appeal a decision to vary or discharge a DAPO, or to be heard in respect of an appeal relating to a DAPO, even where they did not originally apply for that DAPO. This allows the police to put forward relevant evidence or intelligence which they may have regarding the level of risk posed to the victim by the perpetrator or the nature of their abusive behaviour, even where the

original DAPO was obtained via a different route or the police have not previously been involved in the case.

<u>Section 47(4)</u> sets out what may happen as the result of a successful appeal. This includes the court confirming, varying or revoking any part of the decision which was appealed against, or referring the matter back to the lower court and directing it to reconsider its decision.

### How DAPOs fit into existing order landscape

DAPO brings together the strongest elements from existing protective orders into a single new order. For example, in comparison to DVPOs, DAPOs are not time-limited to a maximum of 28 days and the breach is a criminal offence. In comparison to non-molestation orders, DAPOs carry a wider range of conditions that can be imposed. DAPOs incorporate some features that are more commonly found in the criminal space, such as electronic tagging, mandating attendance on behaviour change programmes and mandatory notification of perpetrator's name and address to the police, this notification currently applying for certain sex offences, and is part of the Stalking Protection Order. The table below shows how DAPOs compare to existing orders in a summary format:

	Jurisdictions where available	Who can apply / make an order	Conditions that can be imposed	Duration	Breach
DVPOs	Magistrates' (civil proceedings)	police	Restrictions and prohibitions	Maximum 28 days	civil
ROs	Magistrates' or Crown Court (criminal proceedings)	CPS (usually working with the police), court of its own initiative	Restrictions and prohibitions	No specific limit	Criminal offence
Civil injunctions	County court or the High Court	victim	Restrictions and prohibitions	No specific limit	Criminal offence
SPOs	Magistrates' (civil proceedings)	police	Restrictions and prohibitions Positive requirements Mandatory notification	No specific limit	Criminal offence
NMOs/OOs	family	victim	Restrictions and prohibitions Some positive obligations in relation to property (OOs)	No specific limit	NMOs – criminal offence, OOs - civil

DAPOs	Family (standalone and within other ongoing proceedings) civil (within other ongoing country court proceedings) magistrates' (civil proceedings, standalone or following a DAPN) Magistrates' and Crown Court (in ongoing criminal proceedings)	Victim and 3 <sup>rd</sup> parties with leave in the family court Police in the magistrates' Court of own initiative in family, civil and criminal proceedings On application by person to be protected within ongoing family and civil (county) proceedings	Restrictions and prohibitions Positive requirements Electronic monitoring Mandatory notification of name and address	No specific limit	Criminal offence
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## Detailed comparison of DAPOs with Non-Molestation Orders and Occupation orders

While non-molestation orders are not being repealed for the time being, it is our intention that there will be a gradual switch from these orders to DAPOs.

There are a number of relatively subtle differences between Non-Molestation Orders and Occupation Orders and DAPOs. Some of these are already set out above, in relation to multiple application routes to a DAPO and conditions that can be imposed, but others are more specific.

#### Children

The primary difference is about how children can be protected. NMOs and OOs allow for children to be directly protected in two ways – children under 16 can bring applications in their own right with leave of the court, and adult applicants can include 'relevant children' in their application.

DAPOs can only protect a person who is aged 16 or over, under <u>section 32(2)</u> DA Act. Anybody under 16 cannot be directly protected by a DAPO, but the court is obliged to take into account the welfare of any child whose interests it considers relevant to the making of the order, under <u>section 33(1)(a)</u>. This child does not have to be personally connected to the respondent. This means that children can be protected by a DAPO indirectly, via protection that is granted to the applicant, for example if the perpetrator is banned from coming near the victim's home and the child lives with the victim, they will benefit from that protection.

<u>Section 3</u> of DA Act provides that any child who witnesses domestic abuse is to be treated as a victim of domestic abuse. As a DAPO can only directly protect a person who is aged 16 or over, this means that a child aged 16 or over can apply for a DAPO to protect themselves from this kind of abuse, provided they are related to the person being abused or the perpetrator.

If it is necessary to directly protect a child, an applicant will have to apply for another court order – this may be a contact order/residence/prohibited steps order under section 8 of the Children Act 1989, or in some cases it may still be more appropriate to obtain a non-molestation order.

However, <u>section 52</u> makes provision for the court to protect children as well as adult victims at the same time in certain proceedings. Subsection (1) inserts a reference to Part 3 of the DA Act into section 8(4) of the Children Act 1989. By doing so, the DA Act amends the Children Act 1989 to provide that proceedings under Part 3 of the DA Act are "family proceedings" for the purposes of the Children Act 1989. The effect of this amendment is to enable a judge (sitting in the family court or Family Division of the High Court) hearing an application to make or vary a DAPO to make an interim care order, or exercise other powers available to the court under the Children Act 1989, in the same set of proceedings. This enhances the court's ability to protect children who are exposed to domestic abuse at the point of dealing with such abuse, and without requiring the issue of separate applications and fresh proceedings (as would otherwise be the case). Subsection (2) inserts a reference to Part 3 of the DA Act into section 63(2) of the Family Law Act 1996. By doing so, the DA Act amends the definition of "family proceedings" for the purposes of Part 4 of the Family Law Act 1996 to include within the definition proceedings under Part 3 of the DA Act. The effect of this amendment is to enable a judge (sitting in the family court or Family Division of the High Court) hearing an application to make or vary a DAPO to make an occupation or non-molestation order, or a forced marriage protection order in the same set of proceedings.

Finally, under <u>section 31(2)</u> of the DA Act, the Family Division of the High Court or the family court of their own initiative may make a domestic abuse protection order in any family proceedings to which both the perpetrator and the person for whose protection the order would be made are parties. This enables a family court to make a DAPO during ongoing proceedings (for example children proceedings) where, in the course of such proceedings, the court becomes aware of the need to protect a person from domestic abuse. Under <u>section 28(7)</u> of the DA Act, a victim can also apply for a DAPO within any such ongoing family proceedings.

#### Definition of domestic abuse

In comparison to DVPOs and NMOs/OOs, DAPO relies on a much wider definition of domestic abuse, which includes all forms of abuse, as set out under section 1 of the DA Act.

#### Definition of 'personally connected' compared to 'associated person'

Section 2 of the DA Act definition of 'personally connected' is very similar to the Family Law Act 1996 definition of 'associated person'. The main difference is that it is no longer necessary to prove there has been a relationship of 'significant duration' nor is there a requirement that the parties have ever lived together, provided that the relationship has been 'an intimate personal relationship'. Unrelated borders or lodgers are not part of the DA Act's definition either.

#### **DAPOs and Occupation Orders**

Any restriction or prohibition can be imposed by a DAPO, provided that it is necessary to protect the victim from abuse. This includes excluding a perpetrator from a property or ordering that a victim should be able to return to the home. There is no express provision in the Act for payment of rent / mortgage and keeping the home in good state of repair, but these conditions are not excluded from a DAPO. In that sense, a DAPO is capable of covering most of what would have been ordered via an Occupation Order.

#### Use of undertakings

Unlike the Family Law Act 1996, the DA Act does not make any reference to the use of undertakings. It will be open to the judges to decide how to interpret the DA Act on this point. However, Family Procedure Rule Committee (FPRC) representatives who advised on the development of DAPO court procedures have indicated that they would not expect undertakings to be accepted in place of any conditions that the court intends to include in the order, but that it may be open to a judge to accept an undertaking on an ancillary matter.

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	NMOs / OOs	DAPOs		
Definition of	Interpretations of	Section 1 DA Act wide definition of abuse,		
abuse	'molestation'	covering all forms of abuse, beyond		
		physical abuse, to emotional, psychological		
		and coercive and controlling behaviour		
Who can apply	Victim of any age (above	Victim aged 16 or over only		
	16 and below 16)	Any third party (organisation or individual)		
		with leave of the court -section 28(2)(d) DA		
		Act		
Who can be	Adult victim and children	Victim aged 16 and above 16 only -section		
protected	Concept of 'relevant	32(2) and respondents aged 18 and above		
	children' and 'associated	- section 32(5) DA Act		
	persons'	Children only indirectly - the concept of		
		welfare of 'any child' - section 33(1)(a) DA		
		Act		
		'personally connected' definition in section		
		2 DA Act		
Property	Family Law Act provides	Conditions in relation to property not		
condition	for specific conditions for	specified – section 35 DA Act examples		
	OOs – eg payment of	(payment of rent / keeping home in good		

#### Summary table of NMO/OO Vs DAPO comparison

	rent or mortgage, the concept of home rights	state of repair not specifically listed but note the list is non-exhaustive)
	Concept of 'home rights' and categories of ownership/occupation	No concept of 'home rights', who owns the home is not specifically linked to any rights – but note that requirements imposed under a DAPO must be 'necessary'
Other conditions	Restrictions and prohibitions and some obligations in relation to property (OO)	Restrictions and prohibitions <b>plus</b> Electronic monitoring - optional Positive requirements (e.g. attendance on a course) - optional Notification of name and address to police – included as default in every order

## Court Rules and other secondary legislation Family

In relation to the family court, the FPRC carried out a stakeholder consultation on the draft pilot practice direction last summer. The FPRC approved a final draft of the practice direction, which is currently going through final legal checks. The pilot PD will be formally approved and published ahead of the pilot commencement.

A new bespoke application form has been prepared (DA1), together with permission to apply form (DA2) and an optional witness statement template. These forms will be available in a downloadable pdf format on the GOV.UK. In terms of content and design, the forms will be similar to the current version of the FL401 available at <u>Apply</u> for a non-molestation or occupation order: Form FL401 - GOV.UK (www.gov.uk).

#### Civil (county proceedings only)

The Civil Procedure Rule Committee (CPRC) has approved a similar pilot practice direction for use for DAPOs which are made in specified county court proceedings. Existing N244 form will be used for making applications within proceedings. An SI specifying a list of civil proceedings where a DAPO can be made has been laid and is available at:

<u>The Domestic Abuse Protection Orders (County Court: Relevant Proceedings)</u> <u>Regulations 2024 (legislation.gov.uk)</u>

#### Magistrates / Crown Court (civil proceedings)

Amendments to the Magistrates' and Crown Court Rules have been made, SIs are available at:

The Magistrates' Courts (Amendment) Rules 2024 (legislation.gov.uk)

The Crown Court (Amendment) Rules 2024 (legislation.gov.uk)

#### Crime

Amendments to the Criminal Procedure Rules have been made and will come into force on pilot commencement. SI is available at:

#### The Criminal Procedure (Amendment No. 2) Rules 2022 (legislation.gov.uk)

#### Other secondary legislation

A number of other smaller or consequential statutory instruments, necessary for the DAPO pilot, will have been made ahead of pilot commencement.

## The pilot

We will be piloting the DAPNs and DAPOs for two years from Spring 2024 in two areas, namely three Boroughs in South London (Croydon, Sutton and Bromley) and Greater Manchester, as well as with the British Transport Police (BTP). This is subject to final agreement from the Senior Presiding Judge and operational readiness.

#### Court fees

For the pilot, the Government has committed to covering the cost of court fees incurred by the police for any DAPO applications made during the pilot. Application costs for victims will also be covered.

#### Pilot boundaries

Piloting the DAPO in specified areas requires us to define the 'boundaries' of the pilot.

In summary, our positions are:

- Perpetrators must reside in the pilot area for an application to be brought via any route (whether police-led applications, criminal ongoing proceedings, family, and civil court applications).
- Victims can reside anywhere for any application route.

#### Response to breach

All forces must respond to breach and all courts must deal with breach wherever it occurs.

#### Variations, discharge, and appeals

• Only piloting courts can hear applications to vary or discharge. However, flexibility is needed for appeals, if the appeal must be heard by a higher court that is out of the pilot area.

# Perpetrator changing address to outside of the pilot area when location specific provisions are attached e.g., electronic monitoring, perpetrator programme attendance, notification requirements

- Positive requirements (i.e. attendance onto a programme) to remain in place if a
  person subject to the order can reasonably continue to attend. The 'responsible
  person' will report to police on continued attendance as part of compliance and
  non-compliance reporting.
- Electronic monitoring (EM) a perpetrator must apply to vary the order to remove EM if they move outside of a piloting area.

 Notification requirements – all forces, regardless of whether piloting or not, will be set up to handle notification requirements of name and address.

#### **British Transport Police**

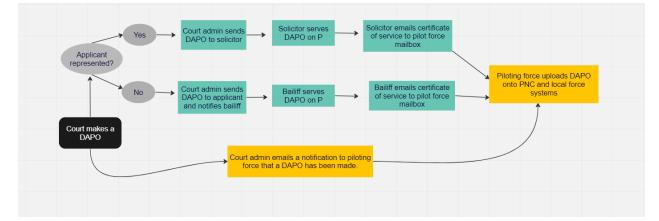
British Transport Police (BTP) were given the power in the DA Act to apply for a civil order directly for the first time. BTP will apply for a DAPO in the piloting magistrates' court nearest to the location of the incident. The perpetrator will need to reside in a pilot area for BTP to apply for an order and if a DAPO is imposed, it will be managed by a Home Office piloting force.

#### Information sharing

To ensure piloting forces are notified of DAPOs made in family and civil courts, a mechanism will be established in line with the 'early notification' pilot for Non-Molestation Orders (Family PD 36ZA).

The process will work as follows:

- Each piloting force will set up their own mailbox, where the family and civil courts will send an early notification to the police that a DAPO has been issued. This notification will be sent as soon as the order is made and before the respondent has been served.
- The courts (or the solicitor if they were affecting service) will then follow up with a **secondary email confirming that the respondent has been served**. They will do so by sending the police a copy of the proof of service. The same process will apply in cases where a DAPO is varied or discharged.
- Police will be expected to update the PNC and PND accordingly.



For DAPOs made in criminal courts (police-led applications and DAPOs made within criminal proceedings, either on conviction or acquittal), an established process in use in that jurisdiction will be followed.

Please note this is also linked in with wider cross-governmental work to review the way protective orders are managed and recorded and will review the approach for DAPOs if a change in process is deemed necessary at a wider scale.

### **Key Contacts**

### Ministry of Justice

Please direct all enquiries to a shared mailbox. The mailbox will be monitored by the Ministry of Justice DAPO team:

<u>dapopilot@justice.gov.uk</u>